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ABSTRACT

This report provides recommendations on models of governance for Minnesota state colleges and universities under the unified system of public higher education administration initiated in 1991. It also outlines the guiding principles behind the consolidation efforts. The report recommended that: (1) 10 technical and community colleges and campuses be consolidated into 2 colleges by July 1997; (2) 11 county metropolitan-area colleges and universities submit plans by July 1996 on current and future collaboration and articulation; (3) 12 colleges and campuses submit plans by December 1995 on current and future collaboration and cooperation; and (4) individual institutions, upon approval of the chancellor, be authorized to secure administrative and other support services from the best available source. (MDM)

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Minnesota State Colleges and Universities

Report to the Chancellor from the Special Advisory Group on Governance and Support Services

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December, 1994

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INTRODUCTION

Merging three higher education systems into a single system with over 160,000 students, 20,000 employees, 21 million square feet of facilities, and combined budgets exceeding $800 million is a monumental task. Given the size and difficulty of the task, the Special Advisory Group on Governance and Support Services (SAGGSS) focused on governance models and support service structures which embrace the intent of the legislation and the Chancellor's overarching principles. In addition, the Advisory Group recognized the need to maintain institutional and system stability during the transition.

Charge to the Special Advisory Group

The Special Advisory Group on Governance and Support Services was asked to:

- Recommend models of governance for MnSCU "local institutions" beginning July 1, 1995.
  - Define "local institutions."
  - Identify optimal alternatives for governance alignment of all 62 campuses.
- Recommend optimal models for delivering support services to "local institutions" after the merger.

GOALS

Legislation

The Legislature and the Governor initiated the merger of the technical colleges, the community colleges, and the state universities within the State of Minnesota in 1991. Authors and promoters of the merger legislation clearly envisioned an integrated system – a single, unique system which could more effectively meet the changing needs of the state. It is apparent that legislators are persuaded that an integrated system will improve the quality of services and programs available to students while enhancing the efficiency and effectiveness of all operations.

A single Higher Education Board was created and charged with, ". . . (providing) *programs of study that meet the needs of students for occupational, general, baccalaureate, and graduate education."* The board was charged with these additional responsibilities, " . . . (to make) . . . *efficient use of the facilities and staff of the former technical colleges, community colleges, and state universities . . . so that students may have the benefit of improved and broader course offerings, integrated course credit, ease of transfer among schools and programs, and coordinated financial aid."*

Chancellor

Early in the Chancellor's tenure he established the following overarching goals:

- Preservation and enhancement of identity and character of individual campuses and programs throughout the state.
- Collaborative integration for maximal student access and mobility.
- Collaborative integration for the most efficient use of resources.

These goals directly address the integration philosophy evident in the legislation creating the MnSCU system. In addition, they provide the conceptual framework for discussions concerning possible governance and administrative service options.

GUIDING PRINCIPLES

1. All greater Minnesota two-year campuses/colleges in close proximity should be consolidated into single colleges. Those metropolitan-area two-year colleges that are adjacent or connected should be consolidated into single colleges.

2. All colleges or universities should be structured as single or multi-campus organizations headed by a president who reports to the MnSCU Chancellor.

3. All campuses/colleges and universities should seek out collaboration or consolidation to enhance student learning by improving the quality, effectiveness, and/or efficiency of administrative services, student services, and academic programming.

4. Any proposed collaboration or consolidation of two-year campuses/colleges should be designed to enhance student learning in technical, developmental, lower-division transfer, and continuing/customized educational programs and services.

5. Any proposed collaboration involving universities should be designed to enhance student learning by improving transferability to upper-division programs, between upper-division programs, and between graduate-level programs.

6. Resources resulting from collaboration or consolidation should be allocated to colleges and universities to yield increased quality of academic services and more effective and efficient use of resources.

7. Incentives should be provided to campuses/colleges and universities to encourage collaboration or consolidation.

DEFINITIONS

1) **College/University**
A diploma or degree granting institution with one president. (The advisory group chose to use the terms "college" and "university" in lieu of "local institution.")

2) **Campus**
A geographically specific higher educational delivery location.

3) **Merge**
Merge or merger shall refer to the statutory merger of the three systems.

4) **Consolidate**
The union of two or more campuses/colleges to form a single institution with one president.

5) **Collaboration**
To work together in a joint effort.

6) **Support Services**
Functions designed to support the administrative infrastructure of a college or university; such as, but not limited to, fiscal, human resources, research, facilities, staff development, and information services.

PREFACE

The Special Advisory Group on Governance and Support Services recognizes that the following colleges and universities will report to the Higher Education Board on July 1, 1995:

Technical Colleges

Alexandria TC
Anoka-Hennepin TC
Brainerd/Staples TC
Dakota County TC
Duluth TC
Hennepin TC:
- *Brooklyn Park Campus*
- *Eden Prairie Campus*

Hutchinson/Willmar TC
Minneapolis TC
Northeast Metro TC
Northwest TC:
- *Bemidji Campus*
- *Detroit Lakes Campus*
- *East Grand Forks Campus*
- *Thief River Falls Campus*
- *Moorhead Campus*
- *Wadena Campus*

Pine TC
Range TC:
- *Eveleth Campus*
- *Hibbing Campus*

Red Wing/Winona TC
Riverland TC:
- *Austin Campus*
- *Faribault Campus*
- *Rochester Campus*

St. Cloud TC
St. Paul TC
South Central TC:
- *Albert Lea Campus*
- *Mankato Campus*

Southwestern TC:
- *Canby Campus*
- *Granite Falls Campus*
- *Jackson Campus*
- *Pipestone Campus*

Community Colleges

Anoka-Ramsey CC:
- *Cambridge Com. College Ctr.*

Arrowhead CC:
- *Hibbing CC*
- *Duluth Com. College Ctr.*
- *Itasca CC*
- *Mesabi CC*
- *Rainy River CC*
- *Vermilion CC*
- *Fond du Lac Tribal and CC*

Austin CC
Brainerd CC
Fergus Falls CC
Inver Hills CC
Lakewood CC
Minneapolis CC
Normandale CC
North Hennepin CC
Northland CC
Rochester CC
Willmar CC
Worthington CC

State Universities

Akita Campus
Bemidji SU
Mankato SU
Metropolitan SU
Moorhead SU
St. Cloud SU
Southwest SU
Winona SU

RECOMMENDATIONS

After reviewing the Chancellor's overarching goals, the merger legislation, and analyzing multiple options, the Special Advisory Group on Governance and Support Services used the preceding Guiding Principles to develop the following recommendations:

Recommendation No. 1

The advisory group recognizes that institutional size impacts administrative efficiencies. Administrative savings from consolidating co-located colleges are anticipated.

The advisory group also recognizes that there is a minimum standard of quality that the citizens of the state as well as the students expect. Increases in efficiency resulting from collaboration or consolidation are expected to enhance the quality of the learning experience.

We recommend:

That the following campuses/colleges be consolidated to form single colleges by July 1, 1996:*

Brainerd CC and Brainerd/Staples TC
Duluth Community College Center and Duluth TC
Northland CC, Northwest TC-Thief River Falls

That the following campuses/colleges be consolidated to form single colleges by July 1, 1997:*

Austin CC and Riverland TC-Austin Campus
Hibbing CC and Range TC-Hibbing Campus
Lakewood CC and Northeast Metro TC
Mesabi CC and Range TC-Eveleth Campus
Minneapolis CC and Minneapolis TC
Willmar CC and Willmar/Hutchinson TC
Rochester CC and Riverland TC - Rochester Campus

That each of the following colleges submit a plan to the Chancellor for presentation to the Higher Education Board by December 15, 1995 describing how they will collaborate or consolidate with other MnSCU colleges or universities to enhance student learning by improving quality, effectiveness and/or efficiency in administrative services, student services, and academic programming. The plan shall be based on adequate research and shall include justification for its recommendations.*

Alexandria TC
Arrowhead CC:
  Rainy River CC
  Vermilion CC
  Itasca CC
  Fond du Lac CC
Cambridge CC Center (Anoka-Ramsey CC)
Fergus Falls CC
Hibbing CC/Range TC - Hibbing Campus
Mesabi CC/Range TC-Eveleth Campus
Northwest TC
  Bemidji Campus
  Detroit Lakes Campus
  East Grand Forks Campus
  Moorhead Campus
  Wadena Campus
Pine TC
Riverland TC
  Faribault Campus
South Central TC
  Mankato Campus
  Albert Lea Campus
Southwest TC
  Canby Campus
  Granite Falls Campus
  Jackson Campus
  Pipestone Campus
Worthington CC

* *These efforts should not preclude further collaboration or consolidation with other higher education partners*

Recommendation No. 2

We recommend:

That by July 1, 1996, the following seven county metropolitan-area colleges and universities submit a plan to the Chancellor for presentation to the Higher Education Board which describes their current and proposed collaborative efforts in academic program planning and articulation, access to student services and student life, facilities, and administrative services. The plan shall be based on adequate research and shall include justification for its recommendations.*

Anoka-Hennepin Technical College
Anoka-Ramsey Community College
Dakota County Technical College
Hennepin Technical College
Inver Hills Community College
Lakewood Community College/Northeast Metro TC
Metropolitan State University
Minneapolis Community College/Minneapolis TC
Normandale Community College
North Hennepin Community College
St. Paul Technical College

A progress report shall be submitted to the Chancellor for presentation to the Higher Education Board by December 15, 1995.

* *These efforts should not preclude further collaboration or consolidation with other higher education partners.*

Recommendation No. 3

We recommend:

That by December 15, 1995 the following campuses/colleges and universities submit a plan to the Chancellor for presentation to the Higher Education Board which describes their current and proposed collaborative efforts in academic program planning and articulation, access to student services and student life, facilities, and administrative services. The plan shall be based on adequate research and shall include justification for its recommendations. *

Bemidji State University and Northwest TC-Bemidji
Mankato State University and South Central TC
Moorhead State University and Northwest TC-Moorhead
Southwest State University and Southwestern TC and Worthington CC
St. Cloud State University and St. Cloud TC
Winona State University and Red Wing/Winona TC

* *These efforts should not preclude further collaboration or consolidation with other higher education partners.*

Recommendation No. 4

We recommend:

- that the level of administrative and other support services currently being provided by applicable system offices continue beyond July 1, 1995.

- that individual institutions, upon approval of the Chancellor, be authorized to secure administrative and other support services from the best available source.

- that all changes in the acquisition of administrative and other support services be supported by evidence that they will be provided at least as efficiently and as effectively.